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CENTRAL INTELLIGENCE AGENCY
BOARD OF NATIONAL ESTIMATES

3 March 1953

MEMORANDUM FOR THE INTELLIGENCE ADVISORY COMMITTEE

SUBJECT: SE-36: Soviet Capabilities for an Attack on the
United States before Mid-1955

1. The attached draft estimate has been approved by the Board of National Estimates pursuant to a consideration of it by the IAC representatives.

2. This estimate has been placed on the agenda of the IAC meeting scheduled for 2:30 Tuesday, 3 March 1953.

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CENTRAL INTELLIGENCE AGENCY

2 March 1953

SUBJECT: SE-36: SOVIET CAPABILITIES FOR ATTACK ON THE US
THROUGH MID-1955

THE PROBLEM

To estimate the capabilities of the USSR to attack the continental US by open or clandestine means, through mid-1955.

SCOPE

This estimate is concerned solely with Soviet gross capabilities for attack on the continental US during the period mid-1953 to mid-1955. It does not attempt to assess whether the USSR intends to attack the US during that period or what courses of action the USSR would adopt before, along with, or after such an attack. Furthermore, the paper estimates Soviet gross capabilities for attack on the US without reference to any commitments of military forces which the USSR might make elsewhere and without reference to any advantages which the USSR might gain for an attack on the US by previously occupying territory that is not now within the Soviet Bloc.

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PART I

SOVIET GROSS CAPABILITIES

I. SOVIET MASS DESTRUCTION WEAPONS

A. Atomic Weapons

1. General: The Soviet atomic energy program has been given and almost certainly during the period of this estimate will continue to receive, one of the highest priorities in the allocation of resources available to the USSR. The emphasis of the program continues to be on weapon development with the objective of reducing the relative advantage which the US has in atomic weapons development, production, or stockpiles. The USSR has made substantial progress toward this objective. The development of new sites indicates that ^{its} ~~their~~ atomic energy program is continuing to expand. By mid-1952 ^{the USSR} ~~it~~ had established a substantial plutonium production capacity, and a major increase in plutonium production probably became effective during the latter part of 1952. The USSR has achieved the production of weapon grade uranium-235. Uranium reserves available to the USSR appear to be sufficient to support a large program, but the rate of exploitation of these reserves will depend on the balance decided upon between atomic energy and other Soviet activities. In fission weapons the USSR has reached the point in technology at which the types of weapons

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stockpiled can be dictated by military requirements rather than by technical limitations.

2. Atomic Weapons Stockpiles: While estimates of Soviet plutonium production during the period up to mid-1955 are considered reasonably firm, a relatively large uncertainty exists with respect to installed or planned uranium-235 production capacity. Furthermore, other than some evidence of the composition and efficiencies of the three bombs tested by the USSR, there is no specific information concerning the characteristics of weapons presently stockpiled or likely to be stockpiled. In converting fissionable material stockpiles to weapon stockpiles it has been assumed that both composite (i.e., containing U-235 and plutonium) and all-plutonium weapons will be fabricated. On this basis, the estimate of the cumulative Soviet atomic weapon stockpile for the period mid-1953 through mid-1955 is as follows:

Date	Number of Bombs (30 - 100 KT)
Mid-1953	120
Mid-1954	200
Mid-1955	300

3. Variations and Uncertainty in Stockpile Estimates: In view of the uncertainty in the evidence concerning the production of fissionable material, the stockpile for future dates may be as

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low as one-third less (i.e., 200 for mid-1955) ^a then, or as high as twice (i.e., 600 for mid-1955), the figure given. It also should be noted that by changing weapon components it is possible to increase or decrease the number of weapons in the stockpile substantially. Such changes would, however, alter the kilotonnage yield according to the quantities of fissionable material used in the individual weapons. It is estimated that the USSR is probably capable of producing fission weapons yielding 200-500 kilotons, but in so doing would reduce the number of weapons in ~~the~~ ^{its} stockpile. On the other hand, the USSR could also make smaller weapons (as low as 5-KT) than those used in calculating the stockpile estimates given above.

B. Thermonuclear Weapons

4. It is believed that the USSR has not conducted thermonuclear tests, and consequently ~~are~~ ^{is} not stockpiling this type of weapon. Research which may be relevant has been noted, but there is no evidence of development activity at the present time. There is no direct evidence on which to base an estimate of the lead the US may have in this field; nevertheless, there is a growing Soviet capability for quantity production of thermonuclear materials, and therefore more advanced research and development, and even field testing by mid-1954, are possible. It would be unsafe to assume that the

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USSR will not have a workable thermomuclear weapon by mid-1955.

C. Radiological Weapons

5. It is most unlikely, for technological reasons, that the USSR will have the capability to produce militarily significant quantities of radiological warfare agents during the period of this estimate. However, the USSR will have available small quantities of gross or separated fission products which might be employed as RW agents.

D. Biological Warfare

6. The USSR has extensive knowledge of botulism, plague, tularemia, brucellosis, various quick-acting intestinal diseases, and some virus diseases. No information is available regarding the production or the stockpiling of BW agents. The USSR could probably mass-produce such agents if it so desired.

E. Chemical Warfare

7. The USSR can probably engage in chemical warfare on a large scale. We assume that the stockpile of standard agents and munitions accumulated during World War II has been maintained and will be available for use during the period of this estimate. In addition to these standard agents, the USSR may have been producing

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at least one of the nerve gases since 1949 and may have developed one other nerve gas through the pilot plant stage. By mid-1955, stocks of nerve gases may be available for limited operational employment.

II. DELIVERY OF CONVENTIONAL AND MASS DESTRUCTION WEAPONS BY AIRCRAFT

8. Present Strength of Long Range Aviation: Long Range Aviation, consisting essentially of three Air Armies, one in the Far East and two in the western USSR, constitutes the strategic striking force of the USSR. The TU-4, which was copied from the American B-29, is the only Soviet bomber, known to be in operational use, capable of carrying atomic weapons to distant targets. As of 1 January 1953, a total of 900 to 950 TU-4's was estimated to be available for operational use. (Table of Equipment strength of Soviet air regiments known to be equipped with or in the process of being equipped with TU-4 aircraft totals 1,190 aircraft, but the TU-4 regiments currently are estimated to be at only 75 to 80 percent of T/E strength.) As of 1 January 1953 approximately 180 TU-4's (seven regiments with an aggregate T/E strength of 224) were located in the Far East. It is believed that deliveries of TU-4's to the Far East are continuing.

9. Future Strength and Composition of Long Range Aviation.

The future strength and composition of the Soviet long-range

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bomber force is difficult to estimate. There is very little information on Soviet development work on new types of medium or heavy bombers. No prototype jet medium bomber is known to exist. A prototype heavy bomber has been observed and was probably powered by piston engines. It may ultimately be powered by a turboprop engine^S. This type of aircraft is not known to be in series production. It seems only safe to assume, however, that the USSR is planning to replace the obsolescent TU-4 with aircraft of higher performance characteristics. The following table of the estimated actual strength and composition of the Soviet long-range bomber force through 1955 is based, therefore, on the assumption that the USSR has begun production of a heavy bomber and that it will initiate such production of other advanced types of long-range bombers during the period of this estimate. It should be noted, however, that there is no positive evidence that this development has actually begun or is planned.

ESTIMATED ACTUAL STRENGTH

	<u>Mid-1953</u>	<u>Mid-1954</u>	<u>Mid-1955</u>
Medium Bomber			
Jet	Possible Prototype	10/20	120
Piston	1,000	1,250	1,100
Heavy Bomber	<u>Few</u>	<u>40/80</u>	<u>180</u>
Total	1,000	1,300-1,350	1,400

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10. TU-4 Aircraft Characteristics: The TU-4, under normal operating conditions, is estimated to have a combat radius of 1,700 nautical miles and a combat range of 3,100 nautical miles with a 10,000 pound bomb load. Under cruise control conditions necessary to reach distant target areas, its speed would be approximately 175 knots at an altitude of about 10,000 feet. However, it is capable of attaining a maximum speed of 347 knots at about 32,500 feet for short intervals. Although there is no intelligence to indicate ^{that the USSR has} ~~the Soviets have~~ done so, ^{the USSR} ~~it~~ is considered ~~they are~~ capable of modifying the TU-4 to increase its range in the same manner that the American B-29A was stripped to produce the B-29B. This modification involves removal of defensive armament, except for the tail turret, and increase in the fuel capacity, with a net weight reduction of 2,600 pounds in take-off weight. So modified, a TU-4 would have markedly reduced defensive capabilities against interceptor attack, but its combat radius would be increased to 2,150 nautical miles and its combat range to 4,000 miles carrying a 10,000 pound bomb load.

11. With moderate technical advances, it is possible that by mid-1955 the USSR may be able to improve performance characteristics of the TU-4 to some degree, but there is no current evidence of

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Soviet development or production of the more powerful piston engines which would be essential to major improvement. We consider it more likely that the USSR would devote effort to developing an aerial refueling capability for TU-4's, and ^{to} the creation of a heavy bomber force.

12. Para 12

13. Future Heavy Bomber Characteristics: The prototype heavy bomber, assuming it is put in series production and equipped with a turboprop power plant, could have a combat radius of 3,420 nautical miles and a combat range of 6,600 nautical miles with a bomb load of 10,000 pounds. By mid-1955 technical modifications and improvements on such a heavy bomber might permit a combat radius of 3,700 nautical miles and a combat range of 7,000 nautical miles with a bomb load of 10,000 pounds.

14. Base Areas for Direct Air Attack on the United States. Three base areas, the Chukotski Peninsula in Northeast Siberia, the Kola Peninsula in Northwest USSR and Soviet and Soviet-controlled territory along the Baltic and in Eastern Germany, are the closest to the United States. From any of these base areas the stripped-down TU-4 on a one-way mission with one inflight refueling could reach any target in the United States. TU-4's employed

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in this manner, having the 5600 nautical mile range, could also operate from bases in the interior of the Soviet Union for strikes against the US.

15. Of the three base areas mentioned, the Chukotski Peninsula is nearest to the United States. The standard TU-4 (with no inflight refueling) on a two-way mission could not reach the United States. On a one-way mission it could reach targets within ^{an} ~~the~~ arc drawn from San Diego to Lake Superior. The stripped-down TU-4 on a two-way mission could reach Seattle without inflight refueling. With outbound inflight refueling on a two-way mission, this type of aircraft could reach targets within an arc ~~Los~~ ^{San} ~~Angelo~~ ^{Diego}-Lake Superior. A one-way mission, without inflight refueling, would permit the stripped down TU-4 to reach targets in all parts of the United States except Florida from the Chukotski base area. Soviet heavy bombers, if actually produced, could operate from northeast Siberia on a two-way basis with one refueling against targets anywhere in the United States, and even without refueling, against targets located north and west of an arc drawn generally from central Texas through central New York.

16. Logistics problems are difficult in the Chukotski Peninsula, but these could be minimized by advance stockpiling and use of the area for staging bases only. Bombers attacking the

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United States from northeastern Siberia would have favorable tail winds most of the year. ^{There} These are now no known first-class airfields which could be used for sustained operations, and airfield information is not sufficient to enable positive identification of any specific installation as a launching site or staging base for medium bombers. Markovo (65-41N 179-15W) and Anadyr/Mys Wismenny (64-48N 177-33E) could possibly support staging operations by TU-4's, at least during nine months of the year, if adequate advance preparations took place. Other similar possibilities are Velkal, Tanyurer, Magadan, and ~~Petro~~^{TOP SECRET} Pavlovsk. It is possible that new airfields have been built without detection. The ^{USSR} ~~Soviets~~ ^{has} emphasized use of frozen surfaces in the Arctic, which makes possible the wintertime use of airfields with a minimum of preparatory effort.

17. TU-4 aircraft sortied from the Kola Peninsula and Baltic-East German areas could not reach the United States and return to their bases, even with one outbound refueling. The principal TU-4 threat to the United States from these base areas would stem from one-way missions flown by stripped-down aircraft possessing a combat range of 4,000 nautical miles. From the Murmansk area, such a range would permit Soviet bombers to reach

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targets roughly north and east of a line from Charleston, South Carolina, to southern Oregon. From the Baltic area, such a range would enable TU-4's to attack targets north and east of a line drawn generally from Charleston, South Carolina, through Montana. All of the northeastern industrial centers of the United States could be reached from either area. The estimated characteristics of heavy bombers should enable them to reach the New York-New England area on two-way missions from either the Kola Peninsula or the Baltic area. With one outbound refueling they could attack any target in the industrial northeast and return to home base.

18. There are now no known airfields in the Kola Peninsula area capable of sortie-ing TU-4's. However, Alakurtti, at the base of the peninsula, and Murmansk-Vayenga, nine and a half miles northeast of Murmansk could readily be adapted to accommodate TU-4's. Eight other airfields in 1945 offered runways or take-off areas 4,500 feet or more in length. It is possible that some or all of these bases could have been improved to accommodate medium bombers. As elsewhere in the Soviet Arctic, virtually all of these airfields are extensible and all will bear the weight of TU-4's during the six or more months of the year the ground is frozen. During the spring ~~thaw~~ and summer months ~~only~~, permanent

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would be necessary.
all-weather runways of suitable length could be used. Both Alakurtti and Murmansk-Vayenga are favorably situated logistically, and great circle routes from this area would avoid initial overflight of nations friendly to the United States. The Baltic-East German area has adequate bases to support large numbers of medium bombers. These bases are favorably situated with respect to communications and weather and are adequately served by existing transportation facilities. A major disadvantage is that great circle routes to the United States pass over portions of Western Europe or Scandinavia and any attempted air strike might be detected early enough to provide warning.

19. Crew Proficiency: Achievement of a high-level of combat effectiveness has been retarded by lack of combat experience and by restrictions upon flying. Intensive training has been underway for five years, but there is no evidence of extensive training in long-distance flying and navigation. It is probable, however, that by mid-1955 some of these deficiencies will be removed. It is also probable that even now a limited number of crews have been given sufficient training to undertake an attack against the US.

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20. Targeting and Bombing Accuracy: The USSR is able to obtain the data necessary for identification of most targets in the US under visual and blind-bombing conditions. The USSR possesses optical bombsights equivalent to US World War II type models. Soviet aviators could therefore be expected to execute satisfactory bomb placement under visual conditions. The USSR has produced, and is equipping its TU-4 and IL-28 (light jet) bombers with blind-bombing and navigation type radars of the US AN/APS-15 and AN/APQ-13 variety. It is estimated that a sufficient quantity of this equipment is available for use in aircraft employed in attacks on the continental US. The accuracy of the Soviet blind-bombing system is estimated at about 3,000 feet CEP, but we have insufficient evidence to estimate the degree of accuracy which Soviet crews would actually achieve. *

21. Availability, Abort Rate, Replacement Factor: From a variety of circumstantial evidence, including US experience, it is estimated that the USSR could have about 90 percent of its TU-4 strength operationally available for an initial, deliberately-prepared surprise attack. However, the number actually sortied would depend upon a multiplicity of other factors. In view of the fact that most US target areas could be reached only by one-way aeriially-refueled missions, the attrition rate would be extremely high. The abort rate on those staged against US targets

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is estimated at 20-25 percent without consideration for interception and poor navigation, and with variations in either direction according to season, weather, extent of preparation, and other factors. No appreciable reserves of TU-4's are believed available (the same would apply to any new types of aircraft introduced during this period). At present, TU-4 production is estimated at about 30 planes per month, a figure which could probably be increased slightly in the short run.

22. Weather: The USSR has consistently devoted considerable emphasis to both short and long period meteorological forecasting. Special techniques for upper air research and improved synoptic methods are being developed for use in weather forecasting for periods longer than one month, although we cannot estimate the degree of success which will be achieved during the period of this estimate. By 1955 it is believed that the USSR will have achieved a short period prediction capability in at least the European USSR of 85 percent reliability as compared with the present reliability of 60 percent. This prediction capability plus extensive experience in meteorological research in the extreme northern latitudes, good weather reporting facilities in Siberia, availability of records of weather conditions which have prevailed throughout North America for many years, and constant access to current North American weather conditions and forecasts should

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enable the USSR to predict both route and target weather with reasonable accuracy.

23. Electronic Countermeasures: The USSR has had access to a wide variety of US defensive radar and to US jamming equipment. The USSR is apparently well aware of the tactical advantage to be gained by jamming defensive radar and other communications. We estimate that today the USSR can seriously disrupt long-range radio communications between the continental US and its overseas facilities. We further believe that the USSR will increase the effectiveness of its jamming equipment as well as the proficiency and number of its trained personnel throughout the period of this estimate. It is believed probable that the USSR has produced sufficient electronic countermeasures devices to equip some TU-4 aircraft. It is not known whether Soviet TU-4's have in fact been equipped with such jamming equipment, or what would be the effectiveness of those devices against US defensive radar. Use of effective jamming equipment might require the employment of extra aircraft equipped specifically for this purpose.

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III. DELIVERY OF CONVENTIONAL AND MASS DESTRUCTION WEAPONS BY OTHER MEANS

A. Guided Missiles

24. General: There is no positive information that the USSR now has any guided missiles in an operational status. It is known that the USSR has been conducting an intensive research and development program. The V-1 and V-2 type weapons, which were used operationally by the Germans during World War II, are estimated to be the only missiles presently available. These types probably have been improved, and may be available in limited numbers. Neither is known to be in series production.

25. V-1 Characteristics: The USSR has continued development on the V-1 missile. A single pulse-jet version could carry a 2,000 pound warhead to a range of 210 nautical miles at a speed of 370 knots. A twin pulse-jet version has been developed which could carry a warhead up to 4,500 pounds for shorter distances. Launching an improved V-1 from a submarine is considered currently feasible and within Soviet capabilities. However, to date, no launching equipment, stowage facilities or missiles have actually been sighted on Soviet submarines. While a few intelligence reports are available indicating that the USSR has launched guided missiles from submarines, these reports are of low or undetermined reliability.

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and have not been confirmed. It is conceivable that the V-1 type could be fitted with an atomic warhead, although there is no indication that the USSR has either developed such a warhead type or incorporated it in a guided missile. It is estimated that the USSR would not attempt to improve this missile type in regard to range or speed, but would accent the factors of reliability, load-carrying characteristics, accuracy, and the techniques of rapid preparation and firing from the launching craft.

26. V-2: The USSR has carried forward the development of the German V-2 type ballistic missile; however, this missile could not produce a threat against the continental US during the period of this estimate.

B. Clandestine Delivery

27. Atomic Weapons: The USSR is capable of producing atomic weapons which could be smuggled into the US, either as complete assemblies or as component parts or sub-assemblies. The assembled devices could range from small yield weapons (e.g. 5 ^{or less} KT) weighing a few hundred pounds to larger yield weapons (e.g. 30-50 KT) weighing several thousand pounds. The size could range from a package small enough to fit the luggage compartment of an automobile to a package large enough to contain an automobile. The smaller weapons could be broken down into a number of relatively simple

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and readily transportable components which would not require great technical skill to assemble. Such a small weapon would give a relatively low efficiency and kilotonnage yield. Weapons giving a higher yield would require more skill to assemble and would involve more difficulties in transporting to the point of detonation. It is conceivable that only the fissionable material (in small kilogram amounts) need be introduced into the US, the other components being procurable on a commercial basis. Such a plan, however, would require highly skilled personnel and subject the whole enterprise to ^{new} ~~virtually insurmountable~~ security hazards.

28. A variety of forms of clandestine delivery suggest themselves. Atomic weapons could be delivered by disguised ^{-type} TU-4 aircraft, could be detonated in the hold of a merchant ship or sown as underwater mines. Either components or assembled weapons could be smuggled in under the diplomatic immunity, put ashore by submarines, smuggled across land borders, introduced through normal import channels, or even introduced as bonded merchandise awaiting transshipment. The selection of the method of introduction, and of methods of assembly and transport to point of detonation, presumably would be made according to the objective desired and the risk of detection which the Soviets were willing to assume. It is not considered possible that the USSR could surmount the security and technical problems involved in delivering ~~a massive~~

a large number of bombs

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Available to us
We have no evidence to indicate
~~There is no indication~~
~~whether or not~~
that the USSR has taken any steps toward planning any methods of clandestine delivery.

29. Biological Weapons: Some BW agents are peculiarly adaptable to clandestine introduction. The introduction of small amounts of BW agents would be difficult to detect or identify as to source, but Soviet operatives would be required for their dissemination. *A large number of people would be required for extensive dissemination* of BW agents, and Soviet security considerations would be a limiting factor in the scale and timing of such an attack.

30. Chemical Weapons: CW agents are not easily adaptable to clandestine use. In addition to the limitations noted above as applicable to BW attack, CW agents are easily identifiable by their immediate effects and it probably would not be feasible ^{or} to build up sufficient supplies/to procure the means clandestinely for their dissemination against large population centers. The most practicable use would be against personnel in key installations, but even this would be difficult. *We have no evidence available to us to indicate whether or not* ~~There is no indication that the~~ USSR is developing the means for the clandestine delivery of chemical weapons.

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IV. ATTACK ON THE US WITH CONVENTIONAL NAVAL AND AIRBORNE FORCES

A. Conventional Naval Attack

31. Soviet capabilities for attacking the US with naval forces employing conventional armament are low. The Soviet surface fleet is geographically divided, lacks advance bases, has limited operational experience, and does not possess a shipborne air arm. Its minor combatant vessels, including amphibious types, are entirely unsuited for transoceanic attack. The Soviet merchant marine, ~~was~~ which would be called upon to provide the lift, could not be developed into an efficient auxiliary element to amphibious operations on any significant scale. The only substantial naval threat to the US which the USSR could ^{muster} ~~muster~~ would be that of its submarine force. In addition to its potential in connection with the delivery of mass destruction weapons, the submarine force could, at least in the initial phases of a conflict, inflict serious damage on US overseas communications and carry out offensive mining in the shipping approaches to principal US harbors. It is expected that during the period of this estimate the submarine force will be enlarged and improved by the introduction of additional numbers of improved ocean patrol types, ^{by} the progressive modernization of existing types, and by the possible adaptation of submarines to missile launching.

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B. Airborne Attack

32. Soviet capabilities for airborne attack upon the continental US (except Alaska) are also very limited. TU-4's could be adapted for troop-carrying service and operate within the same limits and under the same conditions as the TU-4 bomber. *There is no evidence available*
indication that the USSR has made any plans for the dropping of
airborne forces in the US, but the USSR could, if it chose, drop
specialized assault and sabotage forces for attack upon
important but difficult bombing targets.

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PART II

CERTAIN FACTORS AFFECTING SOVIET EMPLOYMENT OF
THE FOREGOING CAPABILITIES ASSUMING A SOVIET
DECISION TO ATTACK THE US

33. The Soviet rulers would expect a direct attack on the United States to precipitate general war. In such a war the Soviet rulers would expect to have an initial preponderance of military power on the Eurasian continent, but in their attack upon the continental US would be concerned to prevent: (a) US retaliatory air attack on the Soviet Union with weapons of mass destruction; (b) mobilization of the superior war potential of the Western allies, particularly that of the United States; and (c) US reinforcement of anti-Soviet forces in Eurasia.

34. The Soviet rulers have demonstrated their sensitivity to the danger of US air attack with weapons of mass destruction by the high priority which they have given to the development of defenses against such an attack. Despite the substantial progress already achieved in building up their defenses, it is unlikely that they would regard their defensive capabilities as adequate to prevent substantial numbers of attacking aircraft from reaching strategic targets in the USSR. It is likely, therefore, that in initiating atomic warfare the USSR would be concerned: (a) swiftly to destroy or cripple US capabilities for retaliation in kind, with

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particular reference to SAC continental and overseas bases; (b) to deliver such an attack on industrial and psychological targets in the United States as would prevent, or at least hinder, the mobilization of the US war potential; and (c) to retain the means to counter any US reinforcement of Eurasia.

35. As among the available forces and weapons for attacking the US, the USSR ^{Continental} ~~would be obliged to rely primarily upon open~~ ^{is highest capability lies in} military attack with atomic bombs delivered by TU-4 ^{type} aircraft, for the following reasons:

- a. The low capabilities of conventional naval forces and airborne forces.
- b. The security difficulties inherent in large-scale clandestine attack. ^a ~~Particularly in inland areas.~~ ?
- c. Other methods of delivery of atomic weapons are insufficiently developed for large-scale use.
- d. Other mass destruction weapons are insufficiently developed or subject to other handicaps in their large-scale use.

36. The Soviet rulers might, however, employ other methods of attacking the US concurrently with or immediately following

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an open and direct atomic attack. In the cases of guided missiles, airborne attack, submarine bombardment, and biological warfare, Soviet capabilities at best appear to be severely limited. They have a greater capability for chemical attack in connection with, or subsequent to, atomic bombing.

37. Large-scale clandestine attacks, because of the security difficulties inherent in such action and because of the obstacles to coordinating its timing with that of overt attack from the outside, is unlikely to be used immediately preceding or concurrent with an overt attack. Clandestine attack on a small scale, in the form of sabotage or biological warfare, might occur at any time, and even without an overt attack ever being launched. Subsequent to an overt attack, clandestine attack in any form could be expected to the maximum practicable extent.

38. We believe that the considerations affecting Soviet employment of their capabilities will remain throughout this period essentially the same as those outlined above.

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